

S*T*O*P
(Services*Training*Officers*Prosecutors)
Violence Against Women Program
2000 Implementation Plan

Introduction

The Violence Against Women Act of 1994 (VAWA) implemented the Violence Against Women Formula Grant Program as authorized by the Violent Crime Control and Law Enforcement Act of 1994, Public Law 103-322.

The STOP (Services*Training*Officers*Prosecution) Violence Against Women formula grant program encourages developing and implementing effective law enforcement and prosecution strategies to combat violent crimes against women. The program also encourages the development and enhancement of victim services. The formula grant program encourages States to foster partnerships among law enforcement, prosecution, the courts, victim advocates, and service providers in program development.

S*T*O*P Violence Against Women Program Goal

The goal of the STOP Program is to encourage States and localities to restructure and strengthen a proactive criminal justice system response to violence against women, and to draw on the experience of all the participants in the system, including the advocacy community.

State Administrative Agency: The Maine Department of Public Safety

Governor Angus King designated the Maine Department of Public Safety as the office responsible for preparing Maine's application to the Department of Justice for VAWA funding

The Department:

- Administers funds from the Office of Justice Programs, including receipt, review, technical assistance, grant adjustments, accounting, auditing, and disbursement;
- Ensures compliance with other requirements of the Justice Assistance Act and the Anti-Drug Abuse Acts of 1986 and 1988 and the Violent Crime Control and Law Enforcement Act of 1994; and
- Coordinates the distribution of funds under the Justice Assistance Act and the Anti-Drug Abuse Acts of 1986 and 1988 and the Violent Crime Control and Law Enforcement Act of 1994 with state agencies receiving Federal Funds for drug abuse education, prevention, treatment, and research activities and programs.

To carry out the Act, funds granted to the State may be subgranted by the Department of Public Safety to agencies and programs including, but not limited to, State offices and agencies; public or private nonprofit organizations; units of local government; Indian tribal governments; nonprofit, non-governmental victim services programs; and legal services programs.

The Maine Department of Public Safety is eligible to receive, and has made application for, S*T*O*P funding in the amount of \$974,000.00 for FY 2000.

The Maine Justice Assistance Council: A Broad Based Policy Board

The Maine Justice Assistance Council operates as the broad-based policy board, designated by Executive Order, to fulfill responsibilities and establish policies and

priorities pursuant to the Justice Assistance Act of 1984, the State and Local Narcotics Assistance Program of the Anti-Drug Abuse Act of 1986, the Drug Control and System Improvement Program of the Anti-Drug Abuse Act of 1988, and the Violent Crime Control and Law Enforcement Act of 1994. The Council serves as a forum for communication and structure for coordination in the development of the statewide strategy to improve the functioning of the criminal justice system, with emphasis on drug trafficking, violent offenders, and serious crime.

Governor King expanded the council membership to include the Chairperson of the Maine Commission on Domestic Abuse (or designee), the Director of the Office of Substance Abuse (or designee), a representative of a domestic abuse prevention organization and a representative of a sexual assault victims service organization, providing representation of key interests and perspectives concerning issues of violence against women. Other members are the Commissioner of Public Safety or designee; the Department of Corrections Associate Commissioner of Adult Services or designee; two police chiefs; a district attorney; the Law Enforcement Coordinating Council Coordinator, U.S. Attorney's Office, District of Maine or designee; the Director of the Maine Criminal Justice Academy; the Chief Justice of the Supreme Court or designee; a representative of a state law enforcement agency; the Commissioner of the Maine Department of Corrections or his designee; a sheriff; and the Attorney General or his designee.

Representing interests of Federal, State, and local criminal justice professionals and nonprofit, nongovernmental service providers, the Council is designed to facilitate coordinated planning and implementation of federally, state and locally funded projects.

The Council:

- Requests proposals and other appropriate information pertaining to the Justice Assistance Act, the Anti-Drug Abuse Acts of 1986 and 1988, and the Violent Crime Control and Law Enforcement Act of 1994. that authorized the S*T*O*P Violence Against Women Formula Grants Program; and
- Reviews applications and makes funding recommendations to the Maine Department of Public Safety.

Program Purpose Areas

The Act defines seven purpose areas for programs and projects that may be funded. Grants must meet one or more of the following purpose areas:

1) Training law enforcement officers and prosecutors to identify and respond to violent crimes against women, including the crimes of sexual assault and domestic violence.

2) Developing, training, or expanding specialized units of law enforcement officers and prosecutors specifically targeting violent crimes against women, including the crimes of sexual assault and domestic violence.

3) Developing and implementing better police and prosecution policies, protocols, orders, and services specifically devoted to preventing, identifying, and responding to violent crimes against women, including the crimes of sexual assault and domestic violence.

4) Developing, installing, or expanding data collection and communication systems, including computerized systems linking police, prosecutors, and courts to identify and track arrests, protection orders, violations of protection orders, prosecutions, and convictions for violent crimes against women, including the crimes of sexual assault and domestic violence.

5) Developing, enlarging, or strengthening victim services programs, including sexual assault and domestic violence programs, developing or improving delivery of victim services to racial, cultural, ethnic, and language minorities, providing specialized domestic violence court advocates in courts where a significant number of protection orders are granted, and increasing reporting and reducing attrition rates for cases involving violent crimes against women, including the crimes of sexual assault and domestic violence.

6) Developing, enlarging, or strengthening programs addressing stalking.

7) Developing, enlarging, or strengthening programs addressing the needs and circumstances of Indian tribes in dealing with violent crimes against women, including the crimes of sexual assault and domestic violence.

In general, grants under this program may support personnel, training, technical assistance, evaluation, data collection, and equipment costs to enhance the apprehension, prosecution, and adjudication of persons committing violent crimes against women.

Priority Areas of Greatest Need

Consideration of the violence against women within Maine shows that domestic violence and sexual assault affect all geographic areas of the state. Analysis of UCR data for the State of Maine does not show significantly different rates between the more densely populated areas than the rates in more rural areas within the state. The State of Maine is predominately and characteristically rural and domestic violence demonstrates no regional or geographic boundaries. Crimes such as homicide, rape and assault are more likely to occur among acquaintances and those reported to law enforcement often involve substance abuse. Rural Maine law enforcement officers and criminal justice practitioners, more than their urban counterparts, often work with low budgets, a small staff, and little equipment. Despite these problems, they are respected in their communities and operate efficiently given their resource limitations.

Technology, specifically the ability to obtain accurate, timely and complete information, is vital in overcoming enforcement problems posed by lack of money and manpower. Funds from both the S*T*O*P Program and the Edward Byrne Memorial Formula Grant Program are beginning to address these needs, with projects ranging from computerization of court data to mobile data terminals to data transmission equipment.

Family violence and sexual assault programs currently exist statewide and serve all populations and geographic areas. Distance to services, however, makes access difficult for some areas. S*T*O*P grants are funding part time advocacy services in outreach offices in remote areas of Penobscot and Aroostook counties to address the needs of these underserved populations.

Developing the 2000 Implementation Plan: Building on the Previous Years' Efforts

Initially developing Maine's first STOP Violence Against Women implementation plan, to achieve a coordinated and comprehensive program, a group of leaders directly involved in domestic violence and sexual assault services was assembled. Federal and State agencies, local and county law enforcement, prosecution, domestic violence and sexual assault service providers, the judiciary and victims were represented. This group helped set priority program areas for first year funding.

Maine's initial application targeted strengthening and restructuring the criminal justice system to provide an integrated and coordinated approach throughout to provide services and support for female victims of violent crime. It recognized combating violence against women requires input from all components of the system that the victim encounters -- law enforcement, prosecution and service providers.

It proposed the funds would be used to:

Expand and improve victim services programs, like shelters for battered women and rape crisis centers;

Provide training and personnel resources for law enforcement to enhance their skill in identifying and responding to violent crimes against women, including crimes of sexual assault and domestic violence;

Enhance data collection and analysis through the use of technology to increase efficiency in identifying at risk households;

Develop innovative pilot projects that show promise in combating violence against women; and

Improve the response of the judicial system in the prosecution, and adjudication of persons committing violent crimes against women.

These program priority areas were not changed when a subcommittee of the Justice Assistance Council met to review program goals and funding priorities for Maine's FY1996 updated Implementation Plan or for the FY97 through FY99 programs.

For Maine's FY2000 STOP Implementation Plan, the Justice Assistance Council surveyed service providers, judges, law enforcement personnel, and prosecutors. This survey was completed in January 2000. The narrative summary of the survey results follows:

Narrative Summary of the Year 2000 S*T*O*P Implementation Plan Survey Results

Some five years or more ago, in response to the passage by the Federal Congress of the Violence Against Women Act, key players in the law enforcement, prosecution and victim services communities began interacting on a regular basis at the state level. Maine's Justice Assistance Council in the Department of Public Safety became the conduit and awarding agent for the VAWA grants in Maine. That council included as well representatives from the court system and corrections. In addition to the VAWA grants, this group also disburses Byrne money. Consequently, for the first time, the advocacy community has had input as to the spending of anti-crime money in Maine.

This year, in order to assess the situation in Maine with regard to domestic violence and sexual assault, the council undertook a survey of victim service providers, law enforcement and prosecution providers and government agencies. What follows are our conclusions based on that feedback.

The survey first asked – Based on your experience and/ or perspective, what are the two highest priorities in addressing domestic violence, sexual assault and stalking? It was clear from the manner of response that some respondents felt that they were being asked to choose a priority among the issues while others interpreted this question differently and responded with general priorities.

With that said – domestic violence was the most often cited response. However, sexual assault and stalking were also frequently mentioned. The need for the system to be more sensitive, supportive and effective for victims was clearly articulated. These systems would include establishment of better "post-incident" protection for victims, stiffer bail and sentencing conditions, creation of statewide protocols that would establish a more timely and coordinated response, outreach to underserved populations and public education initiatives.

The survey next asked - What two changes, in each of the following systems, would make the most significant impact in effectively responding to violence against women?

With regard to **service providers**, respondents felt that they needed additional resources to improve and expand outreach capabilities and direct services. In

addition, more effective collaboration and communication between all agencies within the system was important to cultivate as well as more training opportunities on the dynamics of domestic violence and sexual assault.

For **law enforcement**, respondents felt that improved communication and collaboration with service providers was important in addition to providing more training opportunities to promote awareness & sensitivity. These initiatives should include providing resources for specialized task forces. Establishment of rapid computerization/availability of data was considered critical as well as improvement in evidence collection protocols. All of this must be coupled with the stricter enforcement of laws.

For **prosecution and the court system** respondents felt more resources for specialized prosecutors were needed. In addition, the promotion of judicial training initiatives was deemed vital, including training that might promote more consistent bail and sentencing conditions.

Next, we asked - What do you see as the biggest barriers in Maine to successful adjunction of cases of violence against women? How can these barriers be overcome?

Victims of domestic violence and sexual assault are often reluctant to testify, citing fear of reprisal by the abuser and frustration with a system that ultimately does not guarantee safety from the abuser, further economic independence, or recognize and appreciate quality of life / maintenance of family considerations.

There is also an urgent need for rapid computerization and timely availability of protection from abuse orders, etc.

The need also exists for more vigorous attempts to prosecute without the victim and for more effective training of judges on the dynamics of family violence and sexual assault.

Lastly, we asked, What do you see as the two most critical ways a community can respond to violence against women that might prevent such violence from occurring in the first place?

The needed initiatives articulated included: adoption of zero-tolerance community attitudes; educational initiatives in schools; and more effective public awareness campaigns. In addition, there is a need for civic leaders, churches, service organizations, businesses, etc., to take a more active role in addressing domestic violence and sexual assault issues.

These public efforts must, of necessity, require summoning support for legislative initiatives by existing and potential public officials.

The Justice Assistance Council, while recognizing the need for more extensive and comprehensive planning efforts in the struggle to end domestic violence and sexual assault, feels that the above information can give guidance to our efforts to ensure that Violence Against Women Act money is allocated in the most urgently needed areas.

Response to the survey suggests that the needs of the State and local criminal justice and service provider professionals have changed very little. Accordingly, Maine's FY2000 S*T*O*P* program will continue the focus on those program areas described in Appendix A.

According to the latest Maine Uniform Crime Statistics (UCR), there were 25 murders in Maine in 1999, compared to 26 in 1998, 19 in 1997, and 24 in 1996. Of the 25 homicide cases in 1999, 16, (64%), stemmed from domestic violence involving family or household members or those involved in a relationship, up from 57% of the homicides in 1998, 26% in 1997, and 50% in 1996

During 1999, 3,632 domestic violence assaults were reported. This number represents a 5.7% decrease from the 3,853 domestic violence assaults reported in 1998 and an 8.7% decrease from the 4,222 domestic violence assaults reported in 1997. (These statistics are reported to the State UCR program by Maine law enforcement agencies.)

The UCR figures cited above remain far fewer than the total number of persons served by member agencies of the Maine Coalition to End Domestic Violence. MCEDV reports 11,969 persons served in 1999, 12,097 in 1998, 11,917 in 1997, 12,946 in 1996, 12,313 in 1995, and 10,882 in 1994.

The number of rapes in Maine, as reported to UCR, increased 19.2% in 1999. There were 273 cases in 1999 compared to 229 in 1998. This is the first increase in rapes in five years. (252 in 1997, 266 in 1996, 268 in 1995, and 315 in 1994.) The statewide sexual assault hotline continues to show an annual increase in the number of calls received: 7026 in 1995, 7933 in 1996, 10165 in 1997, 11602 in 1998, and 13110 in 1999

Whether these figures reflect changes in the number of assaults or in the reporting attitudes of victims, obviously, more work remains to convince victims that reporting the crime to law enforcement will be beneficial.

Current and Corresponding Efforts

S*T*O*P funds have supported important projects sponsored by the Maine Coalition to End Domestic Violence and the Maine Coalition Against Sexual Assault. Both coalitions are represented on the Maine Justice Assistance Council that oversees Maine's S*T*O*P Violence Against Women Program.

The **Maine Coalition To End Domestic Violence**, (MCEDV), originally named The Maine Coalition for Family Crisis Services, was formed in 1977 by women who joined together to help battered women and their children and to work toward ending domestic abuse in Maine. In 1998, the membership agreed to change the name to the Maine Coalition to End Domestic Violence (MCEDV), which better describes the organization's goal.

MCEDV consists of a state office and member projects, which together provide direct services (a 24 hour hotline system at each project; emergency shelter; referrals and information; court advocacy; support groups; and monitoring of batterers' education programs) as well as public information, technical assistance, and training for law enforcement agencies, medical professionals, and state and local entities in Maine.

There are more than 135 full and part time staff members among the projects, as well as a full-time statewide coordinator, a membership services coordinator, and a part-time administrative assistant in the state office. However, it is the large cadre of volunteers – from 700-800 statewide – who make the coalition a success.

The projects use shelters and a network of safe homes to offer abuse victims and their children safe, temporary places to stay. Several projects also offer longer-term accommodations through transitional housing programs. These options are critical to the safety of victims of family violence, who might otherwise remain in or return to abusive homes because they lack economic and housing alternatives. However, the goal is not to make victims leave; it is to help them achieve safety, whatever way is best for each person.

The MCEDV Coalition office, which has a counterpart in every state, assists activities that promote family violence intervention and prevention and increase public awareness. Part of their mission is to encourage representatives of the state, municipalities, law enforcement agencies, schools, and the private sector to become involved in planning a coordinated community response.

The **Maine Coalition Against Sexual Assault**, (MeCASA),

The Maine Coalition Against Sexual Assault (MeCASA), formerly Maine Coalition Against Rape (MCAR), began with the emergence of a sexual assault center in Portland in 1975 followed closely by the opening of the Bangor Center and others. Today the organization consists of the directors of the 10 rape crisis centers in the state which it represents and serves statewide. MeCASA, its Executive Director and Sexual Assault Nurse Examiner Coordinator, work to end sexual assault and violence through public awareness, legislative change, and advocacy for the rights of victims. The Coalition is dedicated to ensuring ongoing support and services exist for victims and survivors in Maine.

MeCASA shares information and resources, encourages organizational development, and coordinates services among Centers and other agencies and service providers. The Coalition offers resources to increase sexual assault awareness and to improve programs with regard to these issues in schools, colleges, universities, workplaces and other arenas. MeCASA offers referrals to support services for victims of sexual assault and their families, friends and others.

MeCASA houses and runs several programs including Maine's Sexual Assault Nurse Examiner Program (SANE). Maine's SANE program trains nurses and other healthcare providers in the forensic examination of sexual assault victims. The SANE learns to perform a physical assessment, collect, document and package forensic evidence, and provide information and referrals to victims. SANEs collaborate with local law enforcement, sexual assault center advocates and prosecutors to provide compassionate, sensitive care to victims of sexual assault.

The Coalition houses and develops a Lending Library of books, workbooks, videos and training curriculum on subjects relating to sexual assault, sexual violence and sexual harassment. These resources include information on rape, incest, child sexual abuse, sexual harassment, adolescent/teen issues, acquaintance/date rape, marital rape, male victims, persons with disabilities and professional resources. The Coalition works to improve services available to the deaf through the Coalition's statewide 24-hour TTY service, provides technical assistance in the building of interdisciplinary Sexual Assault Response Teams (SART), and works with centers on program development.

The individual centers work to help alleviate the suffering of victims of sexual assault and incest, returning them to a sense of control and empowerment. They also strive to eradicate these crimes. Together these centers provide services including, a 24-hour statewide hotline, support groups, advocacy through the medical and legal systems, referrals, community education, school based education, interdisciplinary program development and community activism. In addition to the Executive Directors, each of the ten centers have full and part-time staff including Education Coordinators, School Based Educators, Client Services Coordinators, and in

several cases SART Coordinators. The centers rely on many well-trained, committed volunteers who provide front-line service to victims of sexual assault.

The Community Services Center in the Maine Department of Human Services provides federal and state funds to 10 Family Crisis Services agencies across the state. These programs provide services to enhance the safety, self-esteem, self-actualization, resources and awareness of choices of victims of family violence, including children, and to intervene in the cycle of violence to provide a therapeutic response to children from violent homes.

The Community Services Center also provides federal and state funds to 10 Rape Crisis programs across the state. These programs provide services to aid victim and family recovery from the trauma of sexual assault, incest, and child abuse, and to gain fair, non-judgmental treatment for victims of sexual violence. Contracted services include crisis response, individual advocacy, support groups, and community response services. The Community Services Center also provides federal funds for targeted sexual assault prevention services.

Federal Crime Victims Assistance and Family Violence Prevention Grant Funds and State Funds continue to provide: crisis response services, individual advocacy, support groups, emergency shelter/safe home services, and community response services. Currently, seven of the ten state-funded family violence programs in Maine provide agency - operated shelter services. The others use a network of safe houses. Several projects offer longer-term lodgings through transitional housing programs funded from HUD and Maine State Housing Authority, with services paid for by the Maine Department of Human Services. These options are critical to the safety of victims of family violence, who might otherwise remain in or return to abusive homes because they lack economic and housing alternatives.

The number of victims who are seeking services from agencies across the state is, however, increasing faster than current program service resources can accommodate. The costs for shelters continue to climb while funding levels have remained static. Often battered women and their children return to abusive households for lack of economic and housing resource alternatives.

Both the ten state-funded family violence programs and the ten state-funded rape crisis programs rely heavily on volunteers to provide services to victims. The increasing demand for direct services to victims strains their capacity to recruit and train needed volunteers and to respond to community requests for public awareness and prevention programming.

The State of Maine enacted laws to increase law enforcement protection for women and their children in domestic violence situations, and to strengthen sex crime provisions. Family violence and rape crisis service agencies and service coalitions have been working with law enforcement and judiciary on protocols to maximize the effect of these statutes, but more needs to be accomplished

Many public and private agencies and institutions in Maine come in contact every day with women and children who have been victimized by violence. Because many of these victims do not show immediately obvious signs of such abuse, they not recognized.

Many victims of domestic assault or sexual assault seek medical treatment for injuries through hospital emergency rooms, clinics and physicians. Often the women describe the cause of their injury as accidental rather than admit to the abuse. Hospital staff and medical personnel may treat only the physical symptoms failing to assist these victims and their children or families in dealing with the cause and emotional trauma of their injuries. Timely medical community referral to appropriate service providers for future protection from or prevention of abuse is sporadic.

These issues are addressed by S*T*O*P funded projects as well as other agencies funded by a variety of federal grants.

A Rural Response to Intimate Partner Violence, sponsored by Maine Ambulatory Care Coalition and funded by the Centers for Disease Control, continues to develop community awareness programs, strategies for prevention, and programs and training to improve the health care response to Intimate Partner Violence in communities served by four rural health centers.

The Rural Health Family Violence Initiative is coordinated by the Maine Department of Human Services, Bureau of Child & Family Services, and is funded by a Rural Domestic Violence And Child Victimization Enforcement grant. Its goals are to provide on-site intervention and training at four sites, (two Native American health clinics, a central Maine health center, and the state's largest hospital), and to design and present interdisciplinary family violence curriculum to advocates and health care professionals at those pilot sites.

A Department of Justice grant to the Violence Intervention Partnership in Cumberland County helped establish a new domestic

violence unit that will complement response efforts already underway in that county. Grant funds will be used to hire two prosecutors, a victims' assistant, a secretary, two state probation officers, and a victims' advocate. The victims' advocate will study ways the justice system can help victims of domestic violence who are elderly, hearing impaired or refugees.

Crimes of rape and gross sexual assault demand that law enforcement and emergency medical personnel know how to collect physical evidence. While specially trained law enforcement and emergency medical units do not exist in much of the state, projects funded with S*T*O*P grants have begun to address that need. Sexual assault centers have coordinated Sexual Assault Nurse Examiner training and, with law enforcement and the medical community, are building special response teams in several areas.

Other agencies, both sexual assault and domestic violence service providers, have established work groups or task forces which include representatives of many of the components of the system with which the victim has contact. Funded by the S*T*O*P program, these projects have helped establish relationships among these groups. They have provided a forum for development and dissemination of protocols and exchange of information on a variety of related issues.

State agencies and community-based programs serving victims of domestic abuse and sexual crimes have been vigilant over the years in protecting the identity of their clients and information on the nature and extent of the violence experienced by those clients. The need to protect the victims has made accurate data collection difficult, and the lack of secure computerized data systems has made aggregation and analysis of descriptive, demographic, geographic, and multi-service information impossible. S*T*O*P grant funded technology projects are building the capability for courts to capture and share information with other parts of the criminal justice system, - for prosecutors to track and access all pertinent information on cases in a timely fashion, - and for service providers to better track client information (for themselves and for funding sources such as the Department of Human Services) and to access information increasingly made available "on-line."

In a series of focus groups that met in 1994, and again in our most recent 2000 survey, (See the section of this plan entitled, "Developing the Implementation Plan"), law enforcement officers identified domestic violence to be the most serious problem they faced. They viewed these crimes as inflicting significant harm on victims, and requiring an intensive response from police. Officers typically come on the scene after the crime has occurred, entering a situation that is complex, volatile and usually has a long history of which they are unaware. The majority of officers

thought that enhancing both basic training and continuing professional development would assist them in dealing with domestic violence.

This need for training is being addressed by a program funded by a grant from the COPS Office. The Maine Criminal Justice Academy, in partnership with the University of Maine Muskie School of Public Service and the Maine Coalition for Family Crisis Services, developed a comprehensive advanced in-service curriculum for domestic violence training. Training teams made up of a police officer, a prosecutor, victim witness advocate and a battered women's advocate present the training program regionally. S*T*O*P funds were used to expand that project, including assessment and preparation of effective training materials (videos, workbooks, tapes).

OJP Discretionary Grants:

- A series of Domestic Violence Victims' Civil Legal Assistance Grants to various legal services agencies around Maine will increase the availability and quality of civil legal services for victims of domestic abuse in the geographically remote and underserved regions of Penobscot and Piscataquis counties as well as the more populous and culturally diverse areas of Portland and Bangor.
- A STOP Violence Against Indian Women Grant to the Passamaquoddy Tribe will improve law enforcement's response to domestic violence by purchasing technological equipment.
- A Rural Domestic Violence and Child Victimization Enforcement Grant to the Maine Department of Human Services will provide family violence training and in-service education to police officers and health care providers in the areas of identification, assessment, advocacy, and intervention.
- Another Rural Domestic Violence and Child Victimization Enforcement Grant to the Maine General Medical Center in Waterville will continue the staff support to the Southern Kennebec Domestic Abuse Council to assist their efforts to create a local, coordinated, comprehensive support system for potential and actual victims of domestic violence.

Status of Previous Years' Subgrants

Financial Status of Previous Years' Subgrants:

The required 25% minimum award amounts for victim services, prosecution, and law enforcement have been met in each of the grant years 1995-1999. Victims' services providers have been awarded more than 25% of each year's grant, with approximately 36% in FY95, 43% in FY96, 37% in FY97, 42% in FY98, and 34% in FY99. Funds have been used for direct services, community awareness campaigns, community involvement projects, and information systems upgrades.

As of this writing:

- The FY95 grant is closed.
- All FY96 funds have been approved for subgrants.
- Approximately \$22,504.00 in the discretionary account from FY97 is available for subgrants.
- Approximately \$55,331.00 in the discretionary account from FY98 is available for subgrants.
- All FY99 funds have been approved for subgrants.

Program Implementation Plan

Goal: Implement programs and projects that assist State and local communities in pursuing a coordinated and integrated approach to improving the criminal justice system's response to violence against women and in enhancing intervention and prevention services.

Special emphasis programs, consistent with approved purpose areas, are described in Appendix A. Projects aimed at achieving program goals and objectives will be funded for 12 months and evaluated for effectiveness in accordance with program evaluation criteria established in each program description. Program descriptions will serve as Program Announcements and Requests for Proposals and include:

- Program Title
- Program Description (expanded)
- Eligible Applicants, i.e., law enforcement, prosecution, service providers
- Total Federal Funds Available for Program Area and per project
- Goals and Objectives
- Program Activities to Implement Objectives (critical elements)
- Evaluation Plan To Measure and Analyze Performance Results (performance measures)
- Authorized Purpose Areas

Program Evaluation and Data Collection

Applicants are required by the RFP to include performance measures and an evaluation plan for the proposed project. Projects funded will be required as a condition of their award to submit quarterly progress reports that contain data and information on specific indicators which will measure project and program success, e.g., 10% increase in cases being processed; 25% staff trained in domestic violence case management; community advisory committee appointed.

The Maine Department of Public Safety will seek guidance and technical assistance from the Office of Justice Programs to develop the means to evaluate the overall S*T*O*P* Violence Against Women Formula Grant Program.

Project Selection and Subgrant Award Process

At least 25% of the grant award to the State will be allocated, without duplication, to each of the following three areas: law enforcement, prosecution, and victims' services.

Whenever possible, the Justice Assistance Council will seek broad participation in the grant process and make awards on a competitive basis.

Limited competition will be used when a limited number of jurisdictions or organizational entities meet the requirement of the program. These jurisdictions or organizations are then invited to compete for an award. A limited competition saves jurisdictions or organizations that do not qualify the time and expense of preparing an application. It also allows concentration of technical assistance and training on this limited pool of applicants.

In some cases, only one organization or agency has the capacity, expertise, or constituents to administer a program. For example, an association representing a constituency may be best suited to provide technical assistance or training to implement a specific program. In other cases, an award will be made to an agency on a noncompetitive basis to develop or implement a project of unique characteristics.

Program Implementation Timeline

- Requests For Proposals will be announced (and submitted to the Violence Against Women Grants Office) within 45 days of approval of the implementation plan.
- Applicants will have 30 to 45 days to submit proposals.
- Applications will be reviewed and approved within 30 days.

Appendix A

PROGRAM DESCRIPTIONS

COMMUNITY INVOLVEMENT/COMMUNITY POLICING

Enlisting the community in both the identification of and solutions to the pressing problems of violence against women is critical to any successful intervention and reduction strategy.

In order to create zero tolerance to violence against women in society, increased awareness of what constitutes violence and an understanding of its impact on individuals and society is essential. Families are a cherished institution and there is widespread reluctance to acknowledge the prevalence and severity of family violence, particularly in rural communities. For victims of sexual assault, widespread disbelief and misinformation make them reluctant to report the crime and enter into the legal system. For those who do, lack of solid evidence of the crime may create doubt and hinder successful prosecution. Educating the community about the dynamics of domestic violence and sexual assault will help in devising solutions to reduce the prevalence of these crimes.

The reduction of violent crime against women cannot rest solely with the police and other elements of the criminal justice system. Leaders and members of community institutions, particularly education, must unite against crime, violence (in particular violence against women) and establish community standards of zero tolerance, if individual behavior is to change. Advocates, criminal justice professionals, and academics conclude that successful strategies against domestic violence and sexual assault be multi-disciplinary, coordinated, and involve the whole community. Moreover, there must be a focused effort in developing an integrated system of community services that meet the needs of the people affected and engage the community in finding solutions to violence against women.

Goals:

Stimulate the development and implementation of a comprehensive educational effort about violence against women that moves people toward a common philosophy of zero tolerance. The effort will include definitions of violence, recognition of its impact, and effective prevention and appropriate intervention strategies.

Develop integrated community responses to violence against women and provide services that meet the needs of people affected, by engaging the community in finding the solutions.

Establish a relationship between the community, criminal justice agencies and service providers that reduces isolation, opens avenues of communication and collaboration, and shares responsibilities for the safety of women.

Objectives:

1. Increase community awareness of the scope of the problem through education;
2. Utilize media to educate and change attitudes in the general public;
3. Provide education about violence against women to educators and law enforcement and court personnel.
4. Provide public and professional education to modify societal attitudes toward violence against women.
5. Improve access to services for individuals affected by violence against women;
6. Promote community and police accountability and involvement in addressing violence against women;
7. Integrate domestic violence and rape crisis intervention strategies in community policing planning;
8. Establish coordinated community responses to domestic violence and sexual assault;
9. Promote early intervention strategies;
10. Increase community responsiveness;
11. Improve procedures to protect victims;
12. Eliminate victim-blaming policies;
13. Provide the time and tools for proactive problem solving in neighborhoods.

TRAINING

Training is key to solving many of the problems effectively identifying and responding to violent crimes against women, including the crimes of sexual assault and domestic violence. Such problems stem in large part from a lack of understanding of the dynamics of domestic abuse and sexual assault, personal reactions and attitudes about it, and a dearth of information of what effective

alternative responses might be. Individuals working directly with violence against women cases or family members must receive comprehensive training on its nature. This training should provide a basic understanding of the needs of the victims and the rationale behind the specific policies and practices of effective intervention and prevention.

Goals:

To develop and implement consistent statewide adaptable policies, protocols, and services devoted to preventing, identifying, and responding to violent crimes against women including the crimes of sexual assault and domestic violence.

To train law enforcement personnel, members of the judiciary, prosecutors, educators, prevention intervention program and victim empowerment providers, etc., for the purpose of changing societal/system attitudes and responses to violent acts against women, ensuring the protection of victims.

Objectives:

1. Train the dynamics of family violence and sexual assault.
2. Influence the arrest and conviction of perpetrators of violence against women;
3. Improve evidence gathering and prosecution techniques;
4. Promote victim safety issues;
5. Improve courtroom treatment of victims, offenders, and witnesses;
6. Change wrong personal attitudes and gender bias on courtroom demeanor and actions by criminal justice system personnel;
7. Increase knowledge of sanction options available and of standards for responding to offenders.
8. Increase knowledge of shelter and support services available for victims;
9. Increase effectiveness of coordinating and consolidating cases and services.
10. training in identification of the primary aggressor in domestic violence cases.

TECHNOLOGY & INFORMATION

The success of Maine's efforts against those who commit violence against women is influenced by the ability of Maine's criminal justice and services provider agencies to collect, analyze, and interpret related data, share pertinent information, and present evidence in court. This capacity allows the criminal justice system to identify and track arrests, protection orders, violations of protection orders, prosecutions, and convictions for violent crimes against women, including sexual assault and domestic violence. This information provides a foundation to identify problems facing agencies, opportunities to solve those problems, and to track individual offenders. It is a key means to enhance the success of, and measure the impact of, criminal justice activities.

Goals:

Advance the development and refinement of information management systems by the various components of the Maine criminal justice system that promote the sharing of information between the police, prosecutors, and courts. Improve the preservation and presentation of evidence

Objectives:

1. Provide for the mechanisms for electronic transfer and sharing of information between criminal justice agencies;
2. Provide necessary Automated Data Processing equipment required by criminal justice agencies to implement and automate information systems;
3. Establish systems and procedures to allow the sharing of information among courts on the status of all pending actions and orders issued in all cases involving members of a family;
4. Develop data collection and analysis capabilities to support program and project evaluation.
5. Provide technology and equipment that will enhance the capacity of law enforcement, victim services and prosecution to capture, preserve, and present evidence.

SERVICES, SYSTEMS AND SUPPORT

Providing victim service programs, including sexual assault and domestic violence services, is integral to a comprehensive response to violence against women. They provide emergency shelter and support services for victims of domestic and sexual assault and their children. One on assistance is provided to victims and concerned others through a 24-hour telephone hotline or in person for the purpose of helping individuals in crisis to act on their own behalf and to have a greater sense of power over their lives. These programs focus on preventing domestic violence through community education and community response services. They attempt to ameliorate the effects of such violence and change societal attitudes and behavior in relation to domestic violence and sexual assault through such activities as information dissemination, education, training, advocacy for change in the various systems and collaboration / monitoring of the community's response to violence against women. The program efforts are directed at increasing community awareness and understanding of the needs and problems associated with violence against women.

Goal:

Develop and strengthen victim service programs, including those addressing sexual assault and domestic violence to improve the delivery of services, encourage reporting of offenses and reduce attrition for cases involving violent crimes against women.

Objectives:

1. Continue standardization of existing victim services that promote procedures to protect and develop outreach services in under served areas using in place programs;
2. Ensure that all identified points of information and service access will have procedures to effectively deal with violence against women;
3. Expand current successful victim's services: rape crisis centers, domestic violence projects and victim/witness advocacy services;
4. Promote a short, swift criminal justice response that will discourage the continuation of violent behavior against women.

ENFORCEMENT & PROSECUTION

Identify demonstration sites, with urban and rural characteristics, where a domestic violence/sexual assault task force has been, or will be, established. Long term commitment of program leaders is critical to the success of domestic violence and sexual assault efforts. The process of changing long-standing policies and examining community norms and personal attitudes is often difficult. Because the justice system response to violence against women is the focus of the program, leadership must come from within the system itself. Without such leadership it is unlikely others will embrace suggestions for change and reform in the system. It is equally important that other community and political leaders support the program. In addition, the network of service agencies must also be willing partners and participants in the justice system's efforts. This project is directed at creating a low cost, high impact model that will motivate change and improve system practices. The task force would work collaboratively in the design and implementation of a model.

Goal

Increase the effectiveness and efficiency of the criminal justice system's response to victims of violence against women.

Objectives

1. Develop coordinated policies and protocols between components of the criminal justice system;
2. Increase the use and effectiveness of protection orders by making them more accessible and developing policies for minimum enforcement;
3. Promote consistent prosecution, efficient, speedy and fair adjudication, consistent sentencing, and compliance with policies.
4. Improve the response of the criminal justice system in the investigation, prosecution, and adjudication of persons committing violent crimes against women, including through the use of community task forces.